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1st Session }

SENATE

{ REPORT
106-94

FRANKLIN D. ROOSEVELT NATIONAL HISTORIC SITE

JUNE 24, 1999.—Ordered to be printed

Mr. MURKOWSKI, from the Committee on Energy and Natural Resources, submitted the following

REPORT

[To accompany S. 946]

The Committee on Energy and Natural Resources, to which was referred the bill (S. 946) to authorize the Secretary of the Interior to transfer administrative jurisdiction over land within the boundaries of the Home of Franklin D. Roosevelt National Historic Site to the Archivist of the United States for the consideration of a visitor center, having considered the same, reports favorably thereon with an amendment and recommends that the bill, as amended, do pass.

The amendment is as follows:

On page 2, after line 20, add the following new paragraph:

“(3) CONSIDERATION.—A transfer made pursuant to subsection (a) shall be made without consideration or reimbursement.”.

PURPOSES OF THE MEASURE

The purpose of S. 946, as ordered reported, is to authorize the Secretary of the Interior to transfer administrative jurisdiction of approximately 1 acre of land within the Franklin D. Roosevelt National Historic Site, in the State of New York, to the Archivist of the United States for the construction of a visitor center.

BACKGROUND AND NEED

The Act of July 18, 1939 provided for the establishment of both the Franklin D. Roosevelt Presidential Library and the Home of Franklin D. Roosevelt National Historic Site.

The library was planned and constructed under President Roosevelt's direction in 1939–1940 and was donated to the Federal gov-

ernment on July 4, 1940. The National Historic Site was designated on January 15, 1944.

Since those early days, planning documents have called for the construction of a visitor center which would be operated by both the National Archives and Record Service (NARS), which manages the library, and the National Park Service, which manages the National Historic Site. There is an existing NARS appropriation (\$8 million) for the construction of a visitor center.

In addition to serving the two FDR sites, the visitor center, as envisioned, would provide information about the nearby Eleanor Roosevelt National Historic Site that was authorized in 1977.

In order for NARS to construct a visitor center at the National Historic Site, it is necessary to transfer approximately one acre of NPS property to NARS.

LIGISLATIVE HISTORY

S. 946 was introduced by Senators Moynihan and Schumer on May 3, 1999. The Subcommittee on National Parks, Historic Preservation and Recreation held a hearing on S. 946 on May 25, 1999.

At its business meeting on June 16, 1999, the Committee on Energy and Natural Resources ordered S. 946, favorably reported, as amended.

COMMITTEE RECOMMENDATION

The Committee on Energy and Natural Resources, in open business session on June 16, 1999, by a unanimous voice vote of a quorum present, recommends that the Senate pass S. 946, if amended as described herein.

COMMITTEE AMENDMENT

During its consideration of S. 946, the Committee adopted an amendment which directs that the transfer of jurisdiction over lands between the two agencies be made without consideration or reimbursement.

SECTION-BY-SECTION ANALYSIS

Section 1(a) authorizes the Secretary of the Interior to transfer administrative jurisdiction over land at the Home of Franklin D. Roosevelt National Historic Site in Hyde Park, New York to the Archivist of the United States.

Subsection (b) directs the Archivist to construct a visitor center to serve the Home of Franklin D. Roosevelt National Historic Site and the Franklin D. Roosevelt Presidential Library.

Subsection (c) specifies the conditions of the transfer to be: (1) Subject to an agreement between the Secretary and the Archivist to include provisions for the protection of Home of Franklin D. Roosevelt National Historic Site and for the joint use of the visitor center by the Secretary and the Archivist; (2) if the Archivist determines to discontinue use of the transferred land, it is to be transferred back to the Secretary; and (3) any transfer of jurisdiction over lands between the two agencies shall be made without consideration or reimbursement.

Subsection (d) describes the land to be transferred to be not more than one acre, as agreed to by the Secretary and the Archivist in the agreement referenced in subsection (c).

COST AND BUDGETARY CONSIDERATIONS

The following estimate of cost of this measure has been provided by the Congressional Budget Office:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
U.S. Senate, Washington, DC, June 23, 1999.

Hon. FRANK H. MURKOWSKI,
Chairman, Committee on Energy and Natural Resources,
U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for S. 946, a bill to authorize the Secretary of the Interior to transfer administrative jurisdiction over land within the boundaries of the Home of Franklin D. Roosevelt National Historic Site to the Archivist of the United States for the construction of a visitor center.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Deborah Reis.

Sincerely,

BARRY B. ANDERSON
(For Dan L. Crippen, Director.)

Enclosure.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

S. 946—A bill to authorize the Secretary of the Interior to transfer administrative jurisdiction over land within the boundaries of the Home of Franklin D. Roosevelt National Historic Site to the Archivist of the United States for the construction of a visitor center

CBO estimates that implementing S. 946 would have no significant impact on the federal budget. The bill would not affect direct spending or receipts; therefore, pay-as-you-go procedures would not apply. S. 946 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act and would not affect the budgets of state, local, or tribal governments.

S. 946 would authorize the National Park Service to transfer to the National Archives administrative jurisdiction of about one acre of land at the Home of Franklin D. Roosevelt National Historic Site. The Archives would use the transferred parcel to construct a visitor center that would jointly serve the historic site and the Franklin D. Roosevelt Presidential Library.

Because authority to construct the visitor center already exists, implementing S. 946 would have no significant effect on the federal budget. The National Archives has already received over \$8 million in federal appropriations for this purpose.

On May 11, 1999, CBO prepared a cost estimate for H.R. 1104, a similar bill ordered reported by the House Committee on Resources on May 5, 1999. The two estimates are identical.

The CBO staff contact is Deborah Reis. This estimate was approved by Robert A. Sunshine, Deputy Assistant Director for Budget Analysis.

REGULATORY IMPACT EVALUATION

In compliance with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation of the regulatory impact which would be incurred in carrying out S. 946. The bill is not a regulatory measure in the sense of imposing Government-established standards of significant economic responsibilities on private individuals and businesses.

No personal information would be collected in administering the program. Therefore, there would be no impact on personal privacy.

Little, if any, additional paperwork would result from enactment of S. 946, as ordered reported.

EXECUTIVE COMMUNICATIONS

On May 25, 1999, the Committee on Energy and Natural Resources requested legislative reports from the Department of the Interior and the Office of Management and Budget setting forth executive views on S. 946. These reports had not been received at the time the report on S. 946 was filed. When the reports become available, the Chairman will request that they be printed in the Congressional Record for the advice of the Senate. The testimony provided by the National Park Service at the Subcommittee hearing follows:

STATEMENT OF KATHERINE STEVENSON, ASSOCIATE DIRECTOR FOR CULTURAL RESOURCE STEWARDSHIP AND PARTNERSHIPS, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Mr. Chairman, thank you for the opportunity to present the Department of the Interior's views on S. 946. This bill would authorize the Secretary of the Interior to transfer administrative jurisdiction over approximately one acre of land within the boundary of the Home of Franklin Delano Roosevelt National Historic Site to the Archivist of the United States to construct, maintain and operate a visitor orientation facility. The facility will be used for orientation of visitors to the Franklin D. Roosevelt Presidential Library and the Hyde Park sites managed by the National Park Service. The Department of the Interior supports enactment of this legislation and recommends that the committee amend the bill to specify that the transfer shall be without consideration or reimbursement.

On April 19 of this year, the Administration transmitted to Congress a similar proposal and recommended its enactment.

An Act of July 18, 1939, provided for the establishment of both the Franklin D. Roosevelt Library and the Home of Franklin D. Roosevelt National Historic Site as described in the deed from Franklin D. Roosevelt and Anna Eleanor Roosevelt, his wife, to the United States, dated

July 24, 1939. Since that time National Park Service planning documents have called for the construction of a visitor center for the park. This legislation will allow both Federal agencies to secure a visitor orientation facility cooperatively with maximum benefit to the American public.

The National Archives and Records Administration (NARA) owns and operates the Franklin D. Roosevelt Presidential Library within the historic core of the Roosevelt Estate. There is an existing appropriation to NARA for the construction of a new visitor facility. Although NARA has jurisdiction over vacant land adjacent to the existing library, that land is inappropriate for construction of a visitor center because it would detract from the library. FDR helped to design and site the presidential library. It is a significant structure in the cultural landscape of the Home of FDR.

This legislation will allow the transfer of administrative jurisdiction of National Park Service land to NARA to build a facility that would be situated in a more appropriate location and would provide improved visitor access to both the library and the Home of Franklin D. Roosevelt. This new facility will serve as the single point of contact for visitors to both the National Archives presidential library and the three National Park Service sites that make up the Roosevelt complex in Hyde Park.

The National Park Service has worked in close cooperation with the National Archives and Records Administration on the proposed new visitor facility and this legislation is necessary to allow for the construction of the visitor facility. We have also worked closely with New York State's State Historic Preservation Officer (SHPO), the Town of Hyde Park and significant stakeholders like the Franklin and Eleanor Roosevelt Institute on the proposed site for the new visitor center and the transfer of lands.

The legislation states that the terms of the transfer will be the subject of an agreement between the Secretary of the Interior and the Archivist of the United States. We will not finalize that agreement until such time as this legislation is passed and the environmental compliance required is completed.

A joint visitor center will provide the National Park Service and the National Archives an important and critically needed facility at Franklin Delano Roosevelt's home and library at Hyde Park, New York. The visitor center will make it possible to better serve and educate the American people as well as visitors from around the world about Franklin and Eleanor Roosevelt and their important contributions to the nation and the world.

Mr. Chairman, this concludes my testimony. I will be glad to answer any questions the committee may have.

CHANGES IN EXISTING LAW

In compliance with paragraph XXVI of the Standing Rules of the Senate, the Committee notes that no changes in existing law are made by the bill S. 946 as ordered reported.

